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ABSTRACT

Issues relevant to juveniles in adult jails are discussed in this guide which is designed to aid concerned citizens who want to promote public interest and support for the removal of juveniles from adult jails and lockups. Statistics on the number of juveniles in adult jails, their ages, seriousness of offenses, and suicide rate are given. The physical and psychological effects on juveniles who are jailed with adults are described, including physical and sexual abuse by adults and the psychological effects of solitary confinement. Jail conditions are presented as being overcrowded, dangerous, unsanitary, and unconstitutional for juveniles. The Juvenile Justice and Delinquency Prevention Act is reviewed, its goal to remove juveniles from adult jails is explained, and alternatives to jail confinement are explored. Suggested activities for concerned citizens include visiting and monitoring jails, participating in state and local planning efforts, mobilizing existing juvenile interest groups, and volunteering to work on alternative programs for juveniles. The need for public support is discussed and suggested aids for educating the public are provided. Resources at the state and federal levels which can assist local communities in their efforts to remove juveniles from adult jails are given. An eight page bibliography on juvenile justice is included, and names, addresses, and telephone numbers are given for state criminal justice councils and for state and national youth advocacy organizations. (NRB)

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Juveniles in Adult Jails and Lockups

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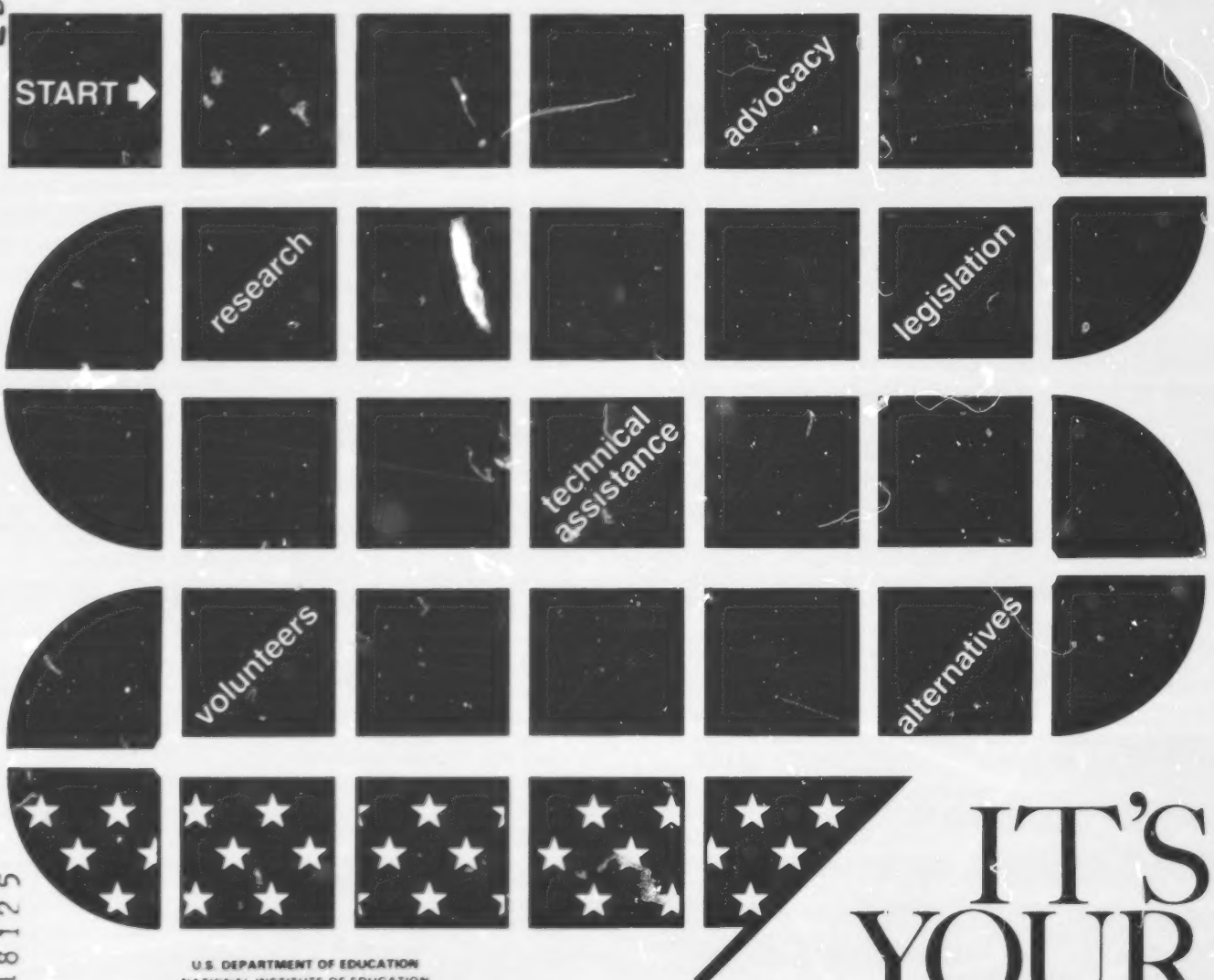

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JUVENILES IN ADULT JAILS AND LOCKUPS

It's Your Move

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February, 1985

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I. THE ISSUES

Juveniles in Our Nation's Jails

- -- Each year approximately 479,000 juveniles are locked in adult jails throughout the United States.
- -- About ten percent of these juveniles are held in adult jails for serious offenses.
- -- Twenty percent are detained for "status offenses" such as underage drinking, sexual promiscuity, or running away.
- -- Four percent--over 19,000--are jailed without having committed an offense of any sort.
- -- Neglected, disturbed, retarded and handicapped juveniles are found in this group, as are throwaways, juveniles forced from their homes by parental abuse or for economic reasons.
- -- A study of 755,000 runaways by the Department of Health, Education and Welfare showed that many were not seeking adventure but were fleeing emotional, physical, or sexual abuse.
- -- Over nine percent of jailed juveniles are thirteen years old or younger.
- -- The suicide rate of juveniles in adult jails is eight times greater than that of juveniles in juvenile detention centers.
- -- Recent studies indicate that a majority of those jailed "could be released without endangering public safety."

Every year the juvenile courts in this country provide court services to thousands of young people. The maximum age of jurisdiction varies with each state, but generally juveniles under eighteen years potentially may be brought before a juvenile court. Most youths arrested by police and referred to the court will be released in their parents' custody to await further court action. But many will be removed from their homes pending court hearings. Perhaps the parents have refused custody because they deem the youth "beyond their control." Or, perhaps a runaway requires a temporary court placement. Since these juveniles pose no serious threat to the community, a nonsecure, temporary placement in a shelter home, runaway group home, or foster care program usually is appropriate. A small percentage of cases involve juveniles whose past records and current charges are serious enough to pose a threat to public safety or the court process. In these instances, a secure placement pending further court hearings is warranted.

Though this seems simple enough in theory, actual practice indicates that many juveniles are needlessly detained, and that thousands of young people are placed in adult jails and police lockups. National standards developed by the American Bar Association, the National Advisory Commission on Criminal Justice Standards and Goals, and other organizations concerned with juvenile justice standards, call for a child's release from secure detention unless the child poses a significant threat to public safety or the court process. Research indicates that if these standards are applied, over fifty percent of the juveniles now detained could be released.

Juveniles are held in jails for many reasons--as a convenience for the justice system; to protect the community; so that they won't harm themselves or get into further trouble; to protect them from dangerous home environments; as a "deterrent"; to assure appearance at court hearings; while awaiting placement in other facilities; or at parents' request to hold uncontrollable youngsters.

But these unsupported "rationales" of public safety, protection from themselves or their environment, and lack of alternatives, break down under close scrutiny. Research shows that only about ten percent of delinquent youths who appear in court are serious offenders. And, according to one estimate, nine out of ten juveniles incarcerated at any time in local detention facilities are awaiting court hearings.

The Effects: Physical and Psychological Damage

Jailing juveniles hurts them in many ways. The most widely known harms are physical and sexual abuse by adults in the same facility. A nine-state study by the Children's Defense Fund found frequent instances in which juveniles were confined with adults charged with violent crimes, including:

-- a sixteen-year-old boy who was raped by cellmates charged with murder;

-- a fifteen-year-old girl mistakenly confined with adult female offenders in a county jail, where she was molested and raped repeatedly.

The American Bar Association, which condemns the practice of placing juveniles in adult jails, cites the example of

-- a fourteen-year old who was serving ninety days on a chain gang for petty larceny. He was shot in the face by a trustee guard, lost both eyes, and suffered brain damage.

According to a recent article:

> Violence is a never-ending jail problem. Weak, friendless or fresh inmates are routinely assaulted and sometimes raped. 'It happens much, much more often in jails than in prisons,' says New York City Corrections Commissioner Benjamin Ward, who used to run the state prison system. Guards can't check much of the violence; most jails are woefully understaffed and old jails with their long cell blocks are impossible to watch most of the time.

Most incarcerated juveniles are locked up in rural, isolated jails where these conditions predominate.

In attempting to protect juveniles from attacks by adult prisoners, jail officials often keep juveniles in solitary confinement. Dr. Rosemary Sarri, Co-Director of the National Assessment of Juvenile Corrections, at the University of Michigan, says that complete isolation causes total panic in some children. "They can't stand it. They hallucinate . . . An adult learns it is not the end of the world, but a kid is, a lot of times, just not experienced enough to know."

A study by the University of Illinois Community Research Center shows that the suicide rate for juveniles placed in adult jails is nearly five times greater than the suicide rate for juveniles in the general population, and almost eight times greater than that of juveniles placed in separate juvenile detention centers.

Adult jails are not required to provide educational, recreational, or other services for juveniles. And research indicates that delinquent behavior may arise from living in abnormal settings, that once a youth is held in a secure facility, the likelihood of future incarcerations is increased. The influence of violent offenders on minor offenders; verbal abuse; the negative self-image created by the setting; and the "criminal" label which pursues the youth into the community, especially in smaller communities, all contribute to the increased probability of future jailing.

The Conditions: Overcrowded, Dangerous, Unsanitary, Unconstitutional

Corrections officials themselves have presented a compelling case for the removal of juveniles from adult jails. In American Jails, a publication of the Centennial Congress of Corrections, the "majority of county and city jails" are described:

> . . . the buildings are old, badly designed, poorly equipped, and, in most instances, in need of urgent repairs. They are not properly heated, ventilated nor lighted; they do not have the necessary facilities for the preparation and service of food; proper and adequate provisions for bathing and laundering are missing; sanitary arrangements are, for the most part, primitive

> and in a bad state of repair; only in rare instances are there proper hospital facilities or means of caring for the sick and infirmed; religious services are infrequent; educational activities are almost completely unknow . . . Recreation is mostly restricted to card-playing, and, in general, complete idleness is the order of the day. Filth, vermin, homosexuality and degeneracy are rampant, and are the rule rather than the exception.

From an architectural standpoint, it is often impossible or impractical to renovate most jails to provide adequate separation of juveniles from adults. For this reason, and because of the operational problems juveniles create, various law enforcement groups have called for a reduction in the practice of holding juveniles in jails. National organizations such as the American Bar Association and the Children's Defense Fund, as well as the National Coalition for Jail Reform, which includes groups as diverse as the National Sheriffs' Association, and the National League of Cities, have called for "ending jail incarceration of juveniles" under the age of eighteen.

The Commission for Accreditation of Corrections which guides the improvement of detention and correctional facilities has taken the position that they will not accredit a jail which holds juveniles. This is significant because the standards for the accreditation process were developed and are guided by the persons who administer and operate our nation's jails and prisons. Equally important is the 1982 program statement adopted by the Board of Directors of the Boys Clubs of America calling for a prohibition on juvenile jailing, committing national and local board leadership and resources to elimination of the practice.

The Law: The Juvenile Justice and Delinquency Prevention Act

In 1974, Congress recognized the problem of children in adult jails by enacting the Juvenile Justice and Delinquency Prevention Act. Emphasizing the widespread abuses of juveniles in adult jails and lockups, the Act aimed at eventual removal of all juveniles from adult jails, but mandated "sight and sound" separation of juvenile and adult offenders in states participating in the funding program of the legislation. The Act also required that status offenders (noncriminal youths) be removed from juvenile detention and correctional facilities. Subsequent amendments call for <u>complete removal</u> of all juveniles from adult jails and lockups by 1988.

At present, the criteria applied by most states for secure detention of a juvenile are that a youth will be "likely to run away, likely to commit a new offense, or likely to harm himself." The American Bar Association and other organizations consider the concept of "likely to" vague and subjective. They suggest that specific criteria including type of offense, legal history, and legal status be used to decide whether to detain a juvenile. In this way, decisions can be reached irrespective of sex, race, appearance, socioeconomic

status, access to legal counsel, etc. Recent research indicates these types of criteria will result in a reduction of juvenile admissions to jail with no increase in rearrest or failure to appear rates.

And, while most states require that youths held in jails be separated from the "sight and sound" of adult offenders, this criterion often is loosely construed and poorly enforced. Frequently, it results in children being isolated in conditions far worse than those of adult prisoners.

Significantly, several states have gone beyond the separation requirements of the Act, enacting legislation completely prohibiting the placement of juveniles in adult jails. Other states are taking the position that jail use for juveniles must be severely limited.

The New Juvenile Act in Pennsylvania provides that after December 31, 1979, it will be unlawful for a jail employee or director to receive any person he has reason to believe is a child (PA Stat., Chapt. 50). During an 18-month preplanning period, Pennsylvania developed and provided funding for regional plans for detention and shelter care. Pennsylvania reimburses counties 50 percent for secure detention, and 90 percent for nonsecure alternatives for juveniles awaiting court appearance. Strict monitoring by the Attorney General's office, including a toll-free "hotline," have been established. Most significant in Pennsylvania's jail removal efforts have been:

- -- the Juvenile Justice Center, a youth advocacy group active in the state since 1971;
- -- the state's participation in the JJDP Act of 1974;
- -- the determination by the Governor's Justice Commission Juvenile Justice Office (now Pennsylvania Commission on Crime and Delinquency) to focus singlemindedly on compliance with the Act and the conclusion by them that absolute prohibition was more feasible than establishing sight and sound separation;
- -- the utilization of the Juvenile Justice Advisory Committee as the mechanism through which to accomplish major milestones in solidifying the removal effort;
- -- the interest and commitment of a legislator who sponsored the legislation;
- -- the development of a network of alternatives--groups homes, foster care, and close supervision.

Pennsylvania has succeeded in reducing the number of juveniles held in adult jails and lockups from 3,300 to none.

Across the nation, commissioners and law enforcement officials are being informed of their potential legal liability for putting juveniles into inadequate and inappropriate jails.

In a landmark decision in Portland, Oregon, federal judge Helen Frye held that it is a violation of the federal Constitution to hold children in adult jails in Oregon. Judge Frye found that punishment in the Columbia County Jail was the "treatment of choice" for children detained by the county juvenile department. The treatment, she said, "has little or nothing to do with simple detention, rehabilitation, or even the protection of society."

Judge Frye ruled that the confinement of status offenders and juveniles awaiting trial on criminal charges in an adult jail is a violation of the juveniles' constitutional rights under the Fourteenth Amendment.

The plaintiffs also asked the court to rule on the larger question of juvenile lockup in any adult jail. Judge Frye first considered status offenders: "Does the status of such a child justify placing that child in a jail?" Judge Frye answered,

> A child who runs away from home or is out of parental control is clearly a child in distress, a child in conflict with his family and his society. But nobody contends he is a criminal. A runaway child or a child out of control, as an addict or an insane person, may be confined for treatment or for the protection of society, but to put such a child in a jail—any jail--with its criminal stigma, constitutes punishment and is a violation of that child's due process rights under the Fourteenth Amendment to the United States Constitution. No child who is a status offender may be lodged constitutionally in an adult jail.

What about children accused of crimes? First, the court supposes that the jail itself leaves nothing to be desired in the way of "comfort, privacy, medical care, food, and recreation." It supposes further that the children in this dream jail are treated according to their age and needs. Due process, Judge Frye points out, does not guarantee a child the rights it guarantees an adult. Trial by jury, grand jury indictment, and bail are examples. Rather, juvenile proceedings are more in the nature of a guardianship imposed by the state. The state can deny juveniles some of the protections it cannot deny adults, but implicit in this power is "a special solicitude."

It is this special solicitude that requires a separate system for juvenile offenders. There is a separate system, after all. And "when children who are found guilty of committing criminal acts cannot be placed in adult jails, it is fundamentally unfair to lodge children accused of committing criminal acts in adult jails."

The Alternatives: Varied, Humane, Cheaper, and Effective

The practice of holding juveniles in adult jails is contrary to developments in juvenile law and the juvenile justice system over the past 86 years. It violates the concept of "the least restrictive environment" for juveniles--especially applicable to the minor offenders and nonoffenders who constitute the large majority of youths in contact with the juvenile justice system.

Research conducted by the University of Illinois Community Research Center indicates that citizen attitudes favor a prohibition on jailing for the vast majority of juveniles who come in contact with police. In a national survey of public attitudes toward youth crime nationwide, by the Opinion Research Corporation for the Hubert H. Humphrey Institute and the University of Minnesota, there were the following findings: 73 percent agreed that "The main purpose of the juvenile court system should be to treat and rehabilitate rather than punish"; 61 percent agreed that "Youths who are runaways, habitual truants and youths in conflict with their parents should not be handled by the juvenile court system, but by other community agencies"; and 89 percent agreed that "Increasing employment opportunities for youths could prevent a lot of serious crime." These findings reveal a public which prefers appropriate supervision, care, rehabilitation, and restitution rather than retribution. Certainly care, support, and guidance can be achieved more readily in a home or other community setting than in an adult jail.

Some concern has been expressed about the economic costs of closing adult jails to juveniles. These concerns generally focus on the costs of remodeling facilities, building juvenile detention centers, and funding alternative programs. One reason for this apprehension is the lack of information about the range of alternatives communities can develop, many of which are less expensive than institutional care. The American Justice Institute estimates that merely jailing a juvenile, without providing the necessary services, costs $24 a day. Home detention ($14), attention homes ($17), and small group homes ($17) are less costly alternatives that provide services. Secure detention with full services would cost on the average $61 per day per child.

An analysis of jail removal costs by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Community Research Center found that the cost of detaining juveniles apart from adults can range from $69,740 to $22,170 for holding 100 youths for 10 days. The cost depends on whether the detention is in a secure facility, a less restrictive residential facility, or under community-based supervision. The report showed that when states and localities examine juvenile justice systems, the process results in a reduced reliance on secure placement options, and a potentially reduced removal cost.

Since 1981, under the auspices of OJJDP, 17 local sites have planned and operate programs designed to eliminate the practice of jailing juveniles. Most of these programs are operating in rural areas where Congress expressed the greatest concern for the practicality and viability of complete removal.

Many of them represent multi-county areas with limited access to a separate secure juvenile detention facility and only limited alternatives to secure detention. Most are characterized by limited but continuous need for pretrial services for accused juvenile offenders. Typically, the only around-the-clock operation has been the county jail.

The objectives of each program are: removing 100 percent of juveniles held in adult jails and lockups; 24-hour intake screening; the adoption of intake criteria consistent with national standards; and the development of a network of alternatives to jail, including diversion from the system. Even in the planning phase of the Jail Removal Initiative, there was an increase in awareness of the juvenile jailing problem, and a decline in the number of juveniles in jails.

Under the JRI, the sheriffs of Colorado have also adopted a program to assist rural counties in transporting youths to regional youth detention centers, or alternative nonsecure placements. The plan provides for an off-duty officer to transport juveniles,

> thereby eliminating the possibility of short staffing a given shift. Under an established formula, counties submit for transportation reimbursement funds on a quarterly basis, and receive payment for cost of man hours involved in transporting pre-trial youth to a secure facility, plus 20¢ per mile for the initial round trip.

The National Sheriffs' Association magazine notes:

> To further efforts in achieving the overall goal of this initiative, alternative placement/treatment programs were designed and implemented. With the assistance of local county Departments of Social Services and Mental Health Agencies, youth homes for short-term non-secure placement and plans for longer-term counseling were developed. These alternatives to incarceration have proven effective in providing a less threatening, more positive environment for teenage runaways and, in other cases, in offering a broader based counseling service that involves an entire family.
>
> Otero County, Colorado, is one county where this type of short-term, non-secure placement has been established. Sheriff John Eberly of Otero County recently commented, 'This specialized foster home has been an incredible help in assisting us with the jail removal program. Until it was established, sometimes the only place available to hold a young runaway was our county jail. Now, that child is placed in the home and get proper counseling instead of sitting in the jail where nothing positive results.'

Rather than simply funding secure facilities, it is the responsibility of communities to assist the juvenile justice system in developing beneficial and cost-effective alternatives. Many and various options for handling troubled young people have been developed in communities of all sizes around the country. The use of these alternatives is predicated generally on the three specific, objective criteria suggested by the American Bar Association: the nature of the suspected offense, the juvenile's previous criminal record; and whether or not the juvenile has failed to appear in court previously. The application of this set of criteria tends to curtail the capricious processing and placement of juveniles.

In Memphis, Tennessee, for example, law enforcement officials order a youth to juvenile court through a juvenile summons, similar to issuing a parking ticket. At a cost of $27 per youth processed, the juvenile summons can preclude custody and detention. Summons are issued to minor juvenile offenders, and even in felony cases, where youths are not dangerous to themselves or the community. Since the program was instituted in 1965, 99.4 percent of all youths issued a summons have appeared in court at the designated time. A similar program is in operation in Annapolis, Maryland.

The Division of Public Safety Programs of the State of South Carolina has developed a system of 24-hour detention screening in rural areas. Local residents are paid a small fee to screen juvenile offenders for intake placement on a 24-hour basis. The object of this screening is to eliminate the needless placement of young people in inappropriate settings.

The South Carolina Department of Youth Services also has initiated an emergency foster care system. This system, which relies greatly on responses to a statewide public service advertising campaign, makes a network of private homes available to youths who might otherwise be placed inappropriately in secure facilities. The combination of constant vigilance regarding placement, and the ability to offer the homes of trained volunteers, provides an effective community-based alternative to adult jails and other forms of secure detention.

In the Upper Peninsula of the State of Michigan, the Department of Social Services has instituted youth attendant, shelter care, and other programs in 15 counties, reducing the number of juveniles held in jails from 33 per month to two. The program, which has been in existence successfully for six years, has been equally effective in the city of Detroit. Youth attendants, typically schoolteachers, college students, police and probation officers, are paid $5.00 per hour to supervise juveniles detained in holdover facilities--non-cell sheriffs, local and state police offices, hospitals and detox centers--for up to 16 hours. Working in eight-hour shifts, youth attendants can continue to counsel a juvenile in home detention, on a face-to-face basis, or through telephone contact for 14 days, or for an extended period. They may also provide counseling to youths in emergency family shelters. Foster parents, who must get along well with the youths and be able to deal with stressful situations, are licensed by the state; however, a great deal depends

on the social service worker who recruits homes, transports youths, trains shelter parents, and is on-call unofficially 24 hours a day. Similar efforts are underway in Tennessee which is developing a system of holdover facilities staffed by youth attendants.

Across the nation, over 300 shelter care programs successfully serve youths, including the dependent and neglected, status offenders, and delinquents. From emergency crisis intervention on a 48-hour basis through longer term care, the structured and varied programs offered by shelter care services are helping to reduce secure detention, and enabling young people to achieve a more positive, realistic outlook, and a greater respect for community institutions.

Home detention programs, intensive prehearing supervision of youths at home, may cost as little as $5.00 a day per youth. These programs, which maintain youths in their communities are operating effectively in locales including San Francisco County, California, Hennepin County, Minnesota, and Milwaukee, Wisconsin. According to the National Coalition for Jail Reform, "The success rates of home detention programs, as measured by the commission of new offenses or flight from supervision, have been consistently high. Hennepin County, Minnesota Juvenile Court Judge Lindsay G. Arthur has stated that, 'Public safety has not been endangered by this [home detention] program . . . kids recognize that home detention is a credible program because it holds them accountable for their actions!'"

In their careful analysis of alternatives to secure detention which focused on home detention, attention homes, runaway programs, and private residential homes, University of Chicago researchers Thomas Young and Donnell Pappenfort found that upwards of ninety percent of juveniles in these programs neither committed new offenses nor ran away. Brief descriptions follow of several successful, effective programs which they explored:

Attention homes--short-term group homes in residential neighborhoods for six to twelve juveniles. Live-in group home parents are assisted by social service workers. Average daily cost per youth ranged from $13.67 to $22.

Receiving homes--for youths in need of greater supervision. They operate like group homes and accept youngsters who may have been held in detention, or are more difficult to manage behaviorally. They are staffed by full-time and part-time counsellors as well as carefully screened and selected house parents. Costs per youth per day are $32.28.

Advocacy programs--The Detained Youths Advocate Program (of Springfield, Massachusetts) is designed for youths charged with less serious offenses or who, regardless of charge, are behaviorally less difficult to manage. The operating assumptions are that decent, humane care provided by people who can develop relationships with youths awaiting court action will keep most such youths free of trouble and assure their appearances in court at the appointed times. It relies for the most part on the program director and foster

parents, who are frequently young couples with some children of their own. The costs per youth per day are $14.30.

Runaway programs--short-term care for juveniles who need a place to go and for those brought in by police and court officials as runaways. Cost per youth varied from $18 to $85 per day.

Home detention programs--youths live with their families and meet daily with court staff for supervision and services. Costs vary from $4.85 daily to $24.22 (includes program evaluation costs).

Evening report centers--juveniles live in their own homes and report every evening for three or four hours to a counseling, recreation and tutoring center with professional staff. They work on peer and family problems, and their constructive use of leisure time, while awaiting court appearance.

Family court community aide programs--youths remain at home and receive daily intensive counseling services from a community aide who coordinates their use of community resources, acts as a companion, provides support to the family, advocates for and accompanies the youth to court.

Family crisis counseling--to encourage the entire family to address a youth's problem, counselors visit the youngster and family in their own home for intensive counseling within the first hour or two after the youth's behavior comes to the attention of authorities, 24 hours a day, seven days a week. Up to 10 sessions may be held.

Proctor programs--youths live with a proctor in the proctor's home. The proctor's only assignment is to work with the youth in an orderly, disciplined way and demonstrate the constructive use of time, 24 hours a day. In New Bedford, Massachusetts, proctors are paid about $9,600 each year for 32 child-care weeks. They work with Child and Family Services to develop a treatment plan for rehabilitation. The program's daily cost per child is $63.87.

The National Street Law Institute in Washington, D.C. (see listing of youth advocacy groups) diverts first offenders from the juvenile justice system. A Street Law Institute analysis has determined that first offenders subjected to harsh sentencing tend to become repeaters, and that sentences of minority first offenders are longer and more severe than others. Under a grant from the Office of Juvenile Justice and Delinquency Prevention, since 1979 the Street Law Diversion Program has provided law-related counseling and training, particularly through role-playing, to juveniles between 13 and 16 during 12-week course sessions. The Institute has found that 15 percent of program participants are rearrested, compared with 40 percent of nonparticipants. Eight jurisdictions around the country which have implemented similar Street Law Diversion Program have also been successful, according to research sponsored by OJJDP, which showed that "students who are exposed to properly implemented law-related educational programs are less likely to participate in delinquent activities." Research also found that participating students were

"less likely to use violence to solve problems and were less dependent on others who engage in delinquent behavior."

In San Francisco, the Family Crisis Intervention Unit of the Youth Guidance Center (San Francisco Juvenile Court) coordinates a diversion program for status offenders which has reduced detention 40 percent in two years. Under this system, police automatically transport in-county status offenders to their homes, shelter care, or satellite foster homes. Family therapists' efforts to resolve the crisis situation are based on a contract between juveniles and staff, which the juvenile must fulfill. Close contact between staff and juveniles is essential to this program.

Similarly, the Sacramento County 601 Diversion Project attempts to divert status offenders from the juvenile justice system through referrals from a variety of sources including police, schools, and parents. Family counseling techniques are used to develop the idea that problems should be addressed by the family as a whole. After-hours crisis line service through the probation department switchboard is also available. In a study of the 601 Diversion Project, juveniles in a "control" group were compared to the 601 project group. Youths in the control group spent an average of 5.3 nights in detention, while the project group averaged 0.1 nights. The project group also committed fewer repeat offenses and fewer criminal offenses during a seven-month period. Furthermore, the average total cost for project handling of a case was $29 as compared with an average cost of $222 for control cases.

The Boys Clubs of America also have been actively involved in diversion programs. Through their Youth Services Project, youths not older than 17 1/2 are diverted into community service work and restitution, thereby avoiding processing through arrest. If they fulfill the terms of the program, charges are dropped; unsuccessful completion results in charges being processed in juvenile court. The program is voluntary, with the lack of a formal record providing an important motivation to participate.

In Louisiana, the Louisiana Commission on Law Enforcement in cooperation with the Division of Youth Services, has developed a "Youth in Jail Alert Form" which has virtually eliminated the practice of jailing juveniles in some areas of the state. This form, instituted in 1982, provides a mechanism by which law enforcement officials, or anyone who becomes aware of a case where a juvenile is inappropriately or illegally detained in an adult jail, can apprise the Division of Youth Services immediately. On each reported case, a Youth in Jail Alert Form is then completed comprising the following information: name, address, age, race, sex, date and time of admission; court order, how the Division learned of the case, offense, actions recommended to remove, date and time of release, person/program facility released to; if not released--reasons, level of separation from adults, signature. The form is sent to the state DYS office, and from there to the Louisiana Commission on Law Enforcement. If no action is taken, the case is reported to the District Attorney or Attorney General, however, this step is seldom required. The reporting mechanism also serves to remind law enforcement and judicial

officials of the existence of such alternatives as shelter care and juvenile detention facilities. According to one state official, "The very presence of the form has reduced the length of stay of juveniles in jails, and in some areas the practice has been eliminated. In several northeast counties of the state, the length of stay of juveniles in jails has been reduced from 30 days to 24 hours."

Juvenile detention centers should be used as a last resort for the small percentage of juveniles who pose a significant threat to the public safety or court process, and therefore require secure custody. Good detention centers are staffed with persons trained in counseling who can provide needed crisis intervention assistance. They also have educational programs, recreation and activity areas, and medical services to insure appropriate care for juveniles who must be securely detained. Where necessary, several small counties can pool detention needs and financial resources to develop a regional detention center, as has occurred in states including Maine, Utah, Colorado and Michigan. In rural counties where populations do not warrant a full-service detention center, holdover facilities which provide temporary residential services for up to 48 hours may be used. The holdover facility gives the court time to dispose of cases, have youths transferred by officers to a detention center, or make other arrangements.

It should be kept in mind, however, that the practice of holding youths in a detention facility frequently is overused. The implementation of strict criteria for admission, conditional release, and alternatives such as home detention, supervised "family shelter" foster homes for more disruptive youths, and shelter care, reduced the average daily population in the Arapahoe Youth Center (a detention facility in Arapahoe County, Colorado) from 18 to 11, and the length of stay from 7 to 5 days. Concomitantly, there was a reduction in failures to appear, and a reduction in re-detention. Costs of operation, even with the new alternatives services, were reduced from $350,000 to $250,000.

II. CONCERNED CITIZENS

What You Can Do

The indiscrimate jailing of juveniles can be stopped. Acting independently and through organized groups, concerned citizens can become a powerful force in promoting public interest and support for the removal of juveniles from adult jails and lockups. Citizen groups can press for more effective, humane, less costly alternatives to secure detention. Volunteers can become involved in direct services programs which provide alternatives to jailing.

Increasingly, youth-work practitioners are following three basic criteria in placing juveniles ouside their own homes for services of all kinds: (1) clear and objective criteria in their decisions, not subjective predictions about a youth's future actions and needs; (2) the least restrictive setting that is available and appropriate to treat the youth (if possible, services while the youth lives at home or within the community); (3) the personal needs of the young people who must stay in the residences and facilities outside their own homes, even though temporarily.

To promote the daily application of these criteria in communities across the nation, you, the concerned citizen, can take the following steps:

> **Visit the local jail and see who is there. Monitor the admissions practices and living conditions in the jails and lockups in your community and report this information to citizen groups, the public, the media, professional groups, city, county, and state officials, and other interested persons.**

Become familiar with basic legal and organizational standards for jails. First, ask a local attorney who is familiar with jail conditions for a briefing on unconstitutional conditions of confinement. For groups that don't have access to such an attorney, review nationally recognized jail standards, such as those of the American Correctional Association, or the American Bar Association. These standards will enable you to contrast the ideal with the jail you are visiting.

It is often helpful to combine skills. For example, a community group may visit a jail first and determine problem areas, then have an attorney investigate the specific problems discovered.

To obtain entry into the jail, it is helpful to know someone "inside," such as an inmate, a former inmate, or an employee. An employee can reveal problem areas in the jail, and point out disparities between official policy and actual practice. An inmate or former inmate's story may differ from the official story. Contacts can supply you with evidence in the form of

corroborating statements, written policies, medical records, or other tangible evidence that their story is true.

When you tour the facility, ask the following questions:

-- What is their physical layout: the cleanliness, the plumbing, the heating, the ventilation, and the lighting?

-- What provisions are made for emergency admissions, regular medical services, and mental health services?

-- What, if any, arrangements are made for keeping inmates occupied?

-- Is there provision for regular out-of-doors exercise, education, or other recreation?

-- How long are juveniles held in the local jails?

-- Are juveniles adequately separated from adults in cells, intake, medical and recreational areas?

-- Is supervision available 24 hours per day?

-- Are the jails used to hold mentally ill, mentally retarded, or emotionally disturbed youths?

-- Are the jails used to "shelter" neglected or abused youths in the absence of appropriate foster care facilities?

-- Are the jails used to hold juveniles charged with misdemeanors or status offenses, including truancy, disobedience to parents, violations of curfew?

-- Does the state plan required by the 1974 Juvenile Justice Act as a condition to receive federal grants provide for the establishment of alternative facilities, and how have they been implemented?

You can make it difficult to place juveniles in jail, for example, by developing forms, procedures, etc., that must be completed before a juvenile may be processed into jail.

Participate in state and local planning efforts to remove juveniles from inappropriate confinement, including jails and lockups.

The Juvenile Justice and Delinquency Prevention Act mandates that each state receiving funds under the Act establish an advisory group in juvenile justice and delinquency prevention, which may:

-- participate in the development and review of the state's juvenile justice plan;

-- advise the state planning agency and its supervisory board;

-- advise the governor and the legislature on matters related to its functions, as requested;

-- have an opportunity for review and comment on all juvenile justice and delinquency prevention grant applications;

-- be given a role in monitoring state compliance with requirements for deinstitutionalization of status offenders and removal of juveniles from adult jails and lockups; advise the state planning agency on the composition of the state supervisory board and maintenance of effort; and review the progress and accomplishments of juvenile justice and delinquency prevention projects funded under the comprehensive state plan.

These State Advisory Groups, composed of volunteers, have been extremely effective in planning and monitoring the juvenile justice system nationwide.

Obtain information to help you in planning local and state efforts by:

-- talking to your judges about where they place juveniles;

-- talking to the parents of juveniles in jail;

-- doing research on the number of juveniles in jail, their offenses, length of time in jail, etc.;

-- examining the intake criteria of jails;

-- asking youth service departments about their positions on this issue;

-- asking your local elected officials to visit the jail, and for their position on the problem.

Mobilize existing groups with an interest in juvenile justice and delinquency prevention on the issues of juveniles in jails.

Groups such as service clubs, professional and fraternal organizations, business associations, labor unions, and private child advocacy groups have contributed long hours of voluntary services, as well as organizational influence to create change in the criminal justice system at all levels.

-- Locate or form a local citizen's advisory/planning group and join them. From this build a network for change.

-- Join a group that is interested in the justice area, such as the League of Women Voters or the Junior League.

-- Write letters to the editor, and articles or press releases for your newspaper and your church or organization's newsletter.

-- Speak on the issue before community, church, and professional groups.

-- Talk to your state and federal legislators. Convince them of the need for change. Explain why the jailing of juveniles is unwise or unnecessary in most cases.

-- Promote alternatives to jailing. Aid in the planning, funding and construction of group homes, attention centers, and other nonjail facilities. Support community alternatives such as paid 24-hour supervisors.

Volunteer to work on programs for juveniles which present alternatives to jails and detention centers.

The commitment of trained volunteers, and the involvement of the community, are essential to the success of programs which provide alternatives to jails and lockups.

Nationwide, in communities as diverse as Newport, Kentucky, Ames, Iowa, and Clackamas County, Oregon, volunteers participate in staffing shelter care programs. Recruitment of volunteers is considered a priority by many shelter care administrators.

Michigan is also using volunteers to implement programs for youthful offenders. In cooperation with the Office of Juvenile Justice and Delinquency Prevention and ACTION, local agencies in Michigan are working to place volunteers in the Foster Grandparents and Senior Volunteer Programs in programs for juveniles. In Flint, volunteer seniors work in a juvenile court program. In Traverse, City, volunteers tutor children and take them on field trips. Seven volunteers work with juvenile delinquents at the Berrien County Juvenile Center.

The services of professionals, paraprofessionals, and volunteers are being used in home detention programs, which are based on intensive short-term contact. Daily visits or phone calls from the home detention counselor reinforce a strict contractual agreement among the youth, the family, the court, and counselor. While home detention programs may vary by locale, a common operating assumption is that the close supervision and observation of rules they require will generally keep juveniles trouble-free and available to the court. The need for counseling and court services is also assumed generally. Volunteers in the Ramsey County (St. Paul) Minnesota Home Detention Volunteer Program are issued the following guidelines:

DO:

-- Make at least one phone call to the child per day. Change the number of calls you make per day, and vary the time. Don't become predictable!

-- Discuss the contract with the child and parents, on the phone within 24 hours of the court hearing. (Or as soon as you are in possession of the contract.)

-- Communicate weekly with the Probation Officer listed on the contract) about the child.

-- Report any violation of the court's order (explained on the contract) to the supervising Probation Officer or the Court Unit Worker when no Probation Officer is assigned.

-- Maintain a daily log and complete the Home Detention Summary.

-- Submit this summary to the Court Unit Staff two days prior to hearing, or if unable to do so, call the Court Unit Worker with verbal report.

You may elect to visit the child and family occasionally. This is beneficial if you have the time available. It is not mandatory.

DON'T:

-- Have the child call you.

-- Allow anybody to answer for the child.

-- Wait after a violation of the contract, to call either the Probation Officer of the Court Unit Staff. Call the following morning.

ABOVE ALL REMEMBER!

Your efforts are very important to the Court and our Corrections Department! Your reports are read by the Referees and Court Unit Staff. Your opinions are valued! We appreciate what you are doing, and want to be supportive of you.

Volunteers may also assist troubled youths by participating in a network of emergency foster homes. Across the nation, in states including New York, South Carolina, and Montana, Virginia, and Utah, "host homes" are providing short-term emergency shelter care.

In Florida, when the legislature prohibited the secure detention of certain juvenile offenders, a statewide volunteer foster home program was initiated by the Division of Youth Services. Thirty-four volunteer coordinators across the state recruited foster homes, planned funding mechanisms, and organized volunteers to provide varied services. Foster parents, interviewed for their attitudes towards youths, and checked for any history of offenses, are approved by the court in a formal ceremony. They receive a booklet containing a log for information on the youths placed with them, instructions, and a copy of the probation agreement signed by the youth. However, the volunteer coordinators are pivotal in this program, contacting families, transporting youths, and spending time with them. There are now 900 Florida volunteer foster homes, which may be used by court order (or in the case of runaways) by parental consent. Although the program has been used primarily for status offenders, the DYS believes it can be used successfully for delinquents.

Training and supportive services are, however, crucial to the effective administration of these programs.

A different kind of volunteer program, directly involving volunteers in jail removal, was undertaken in South Carolina. Working in conjunction with the South Carolina Youth Bureau, Alston Wilkes Society volunteers (see listing of youth advocacy groups), checked local jails for status offenders twice daily. When they found status offenders, these volunteers phoned the Youth Bureau. Youth workers then tried to arrange emergency housing with local families, or reunited juveniles with their own families, and referred the youths for day or residential counseling programs. A survey of the effects of this program in Spartansburg, South Carolina, showed that "the number of youths held in jails had been reduced 32 percent and the time they spent behind bars reduced 72 percent." There was no cost for the volunteer project. An Alston Wilkes Society volunteer tells about a twelve-year-old boy who was taken to a volunteer emergency home after spending several days in jail:

> He had been found by a motel owner asleep behind the ice machine to keep warm. The owner called the police who put him in a cell for lack of an alternative. The counselor who was taking the boy to the emergency home had a bumper sticker on his car which said, 'Runaway children don't belong in jail.' The boy stopped, read the bumper sticker and became very serious. He turned to the counselor and said, 'Thank you.'

Clear and concise state legislation is the foundation for a prohibition on jailing juveniles, but experience indicates that it does not eliminate the practice. Only an informed and involved citizenry can stop the indiscriminate jailing of juveniles, and put an end to the revolving door of child abuse, delinquency, incarceration, and crime.

III. PUBLIC EDUCATION

How to Tell the Story

The removal of juveniles from adult jails and lockups and the reduction of other kinds of secure custody can be achieved only with public support. Public education, which increases public awareness and encourages citizens to take action, is fundamental to gaining this support.

The first step in a successful public education campaign is to become familiar with the issue through literature and other available resources. For information, contact authoritative sources, such as your state and regional justice planners. A listing of the names, addresses, and phone numbers of such agencies along with other references are provided at the end of this booklet.

How does an individual or group work with the local media? The following suggestions may be of help.

The Publicity Coordinator

One person, a publicity coordinator, should be responsible for relations with the news media. The publicity coordinator's telephone number and address should appear on all correspondence and news releases to the media. Publicity coordinators should serve as information resources for editors, publishers, station managers, and news directors (including church organizations and company newsletters), but remember that the media are not obliged to run your materials, and be prepared to respond to criticism.

News releases are planned news. Including some human interest information and a good local "slant" make it likelier that your release will be published. News releases from your organization might cover what they found on a tour of the local jail; a day spent in court watching; a family providing emergency foster care, or other alternatives; or a speech.

Type news releases double-spaced on one side of the paper. In the upper left-hand corner give your name; your organization's name, address, and phone number; and the date. Beneath this information indicate whether the news release is FOR IMMEDIATE RELEASE, or FOR RELEASE ON A SPECIFIC DAY OR TIME. You may include a "slug" just before the story--a one-line summary of its contents.

News copy should be written in a straightforward style with a "who, what, when, where" opening paragraph. Try to catch your media contact's attention while providing solid information.

Writing should be tight and simple, with paragraphs no longer than 50-60 words. Brief and clear are the keys to good news writing.

Two pages usually is the maximum length of a press release. If there is a second page, write -MORE- at the bottom of the first page.

Include a telephone number where media contacts can call you for further information. End with the symbol ###.

Sample News Release

FROM: John R. Stone
FOR: Juveniles in Adult Jails Project
815 Hancock Street
Madison, IL 76533
(111) 707-8111

December 10, 1985

FOR IMMEDIATE RELEASE

Juvenile Justice Expert to Address Local Group.

"The cases of assault and rape of juveniles in adult jails are too many to be enumerated and too common to be denied," according to Clara Bennett, Director of the State Criminal Justice Planning Commission. Dr. Bennett will give a talk on "Juveniles in Adult Jails and Lockups" at the Meeting Center, 707 Park Street, Wednesday, February 28, at 8:00 p.m.

Dr. Bennett is a psychologist and coauthor of "The Plight of Jailed Youth," a study of the emotional and physical effects of jailing juveniles with adults.

Bennett's talk will focus on the problem of juveniles in jails in Madison and the surrounding counties. For further information on "Juveniles in Adult Jails and Lockups," first in a series of educational programs for the general public sponsored by the Juveniles in Adult Jails Project, call 707-8111.

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Letters to the Editor; a weekly column by and for youth; youth editorials; stories on services for youth; a "hot-line" phone number for youngsters in trouble; and guest columns by youth-service professionals can all create public awareness.

Public Service Programming

A nonprofit organization may qualify for free 10-second, 30-second and 60-second radio and television public service announcements, depending on station policy and standards in your area. While cost and effort are involved in producing radio and TV announcements, free or low-cost assistance may be available from local stations, colleges, and schools, cable TV or stations with religious affiliations. Local advertising agencies affiliated with the Advertising Council also may provide assistance at minimal cost.

Newspapers and magazines sometimes run public service advertisements, usually featuring a catchy message, the name, address and telephone number of the organization, and a photograph or drawing. Guidelines, and perhaps advice, may be obtained from their community or public affairs editors.

Almost all radio and TV stations produce public affairs programs, a free and very effective method of calling attention to an issue. Advise their producers of your group's interests, and provide the names of an informed persons to contact for interviews. Horizontal 35MM slides of your local jail, juvenile detention center, shelter care facility, etc., can accompany the talk.

Print Materials, Contests, Speakers Bureaus

The production of pamphlets, fact sheets, posters, and similar items involves expertise and expense. Many of these materials on juveniles in adult jails and lockups are available free from the Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue NW, Washington, DC 20531. If you publish newsletters or brochures: study existing materials; get estimates from reliable printers; don't use so much information that your publication is unreadable; get help from resource people in the community; and be sure several people proofread the printer's mock-up.

Mall projects, contests, and speakers bureaus are inexpensive ways of creating public awareness. For a mall display, make available printed information on the problem and your group; typewritten mimeographed materials will be sufficient. Present a slide show of conditions at your local jail as part of your mall display. Take the names, addresses, and telephone numbers of individuals who may want to volunteer for other projects.

Poster, bumper sticker and slogan contests involve various members of your community--from school children to the media. Contests require announcements two months in advance; specifications of the size of entries and materials; a panel of judges; an awards ceremony; an announcement of winners; and if possible, the reproduction and distribution of winning entries. Be sure to include your group's name and phone number on any materials circulated.

Suggested themes for contest entries: most juveniles in jails have not been charged with serious crimes; juveniles are abused by adults in jails; and successful alternatives to jails.

Establish a speakers' bureau composed of members of your group and others familiar with the issue, and inform schools, professional associations, and other voluntary organizations accordingly. A list of community organizations may be obtained from your local Chamber of Commerce.

Communicating Your Message

Effective communications depends on three factors: (1) determining your goals; (2) defining your message simply; and (3) defining your audience. Messages channeled through the mass media will reach the general public. Speakers to community organizations may influence community leaders. Meetings and conferences effectively disseminate information.

Combinations of media use, personal contact, and repetition will make your message even stronger.

If your resources are limited, you might consider forming a coalition with other organizations concerned about juveniles in jails, and developing a joint campaign.

Keep in mind that dedication and persistence can be more important to publicizing the problem of juveniles in adult jails than funding or large staffs. Knowledge of the issue, basic skills in communications, and commitment to educating your community can go a long way.

You can invest yourself in America's future by helping to keep juveniles out of jail. And <u>you</u> can communicate the message.

IV. RESOURCES FOR REMOVAL—CONTACTS AND REFERENCES

Technical Assistance

To assist local communities in their efforts to remove juveniles from adult jails and lockups, many resources are available at the state and federal levels. These resources include criminal justice councils, youth advocacy organizations, and a nationwide technical assistance program sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). State criminal justice councils and selected youth advocacy organizations are listed on the following pages. A bibliography of recent research and studies is also listed to assist your efforts in removal.

The OJJDP technical assistance program is directed toward helping organizations implement the Juvenile Justice and Delinquency Prevention Act. Technical assistance is onsite consultation, training workshops, or the distribution of materials. Technical assistance should result in a transfer of capabilities, passing along new skills or teaching new concepts.

The goals of the technical assistance are:

1) To improve the practice of delinquency prevention to reduce the commission of delinquent and status offenses.

2) To alter traditional responses to juveniles who are status offenders or who are dependent or neglected.

3) To remove juveniles from adult jails and lockups.

4) To establish programs which offer alternative responses to delinquent behavior and which reduce the commission of delinquent acts.

5) To improve the administration of justice for juveniles.

All organizations serving youths are eligible to receive technical assistance. However, all requests must meet four basic criteria for approval by the Office:

1) The assistance will help the recipient achieve one or more objectives of the JJDP Act.

2) The assistance will have positive impact on the juvenile justice and youth-serving systems.

3) The OJJDP contractors are the most qualified and appropriate to provide the assistance.

4) The recipient is committed to working with the contractor for positive change.

Technical assistance is funded by the Office of Juvenile Justice and Delinquency Prevention and provided at no cost to the recipient. However, recipients are generally asked to commit staff time and effort.

For further information, contact:

Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue NW
Washington, DC 20531

Information Clearinghouse

The National Criminal Justice Reference Service (NCJRS) is a centralized information resource for criminal justice practitioners and researchers. Sponsored by the National Institute of Justice, NCJRS is an international clearinghouse of information about law enforcement and criminal justice that includes approximately 50,000 documents and audiovisual materials in its computerized collection. NCJRS services include:

-- Selective Notification of Information
-- Document Loan Program
-- Reading Room
-- Selected Bibliographies
-- Microfiche Program
-- Share Package of Public Information

For further information, contact:

Juvenile Justice Clearinghouse
National Criminal Justice Reference Service
National Institute of Justice
United States Department of Justice
Box 6000
Rockville, MD 20850
800/638-8736

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State Criminal Justice Councils

Alabama
Alabama Law Enforcement Planning Agency
State Department of Economic and Community Affairs
PO Box 2939
3465 Norman Bridge Road
Montgomery, AL 36105
205/261-5891

Alaska
Division of Family and Youth Services
Department of Health and Social Services
Pouch H-05
Juneau, AK 99811
907/465-3209

American Samoa
Criminal Justice Planning Agency
Government of American Samoa
Box 3760
Pago Pago, American Samoa 96799
633-5221 (overseas operator)

Arizona
Office of Economic Planning and Development
1700 West Washington Street
Phoenix, AZ 85007
602/255-4952

Arkansas
Division of Youth Services
405 Medical Arts Building
12th and Marshall Street
Little Rock, AR 72202
501/371-2651

California
Office of Criminal Justice Planning
9719 Lincoln Village Drive
Suite 600
Sacramento, CA 95827
916/366-5444

Colorado
Division of Criminal Justice
1325 South Colorado Boulevard, B-700
Denver, CO 80222
303/691-8131

Connecticut
Justice Planning Division
Office of Policy and Management
80 Washington Street
Hartford, CT 06106
203/566-3500

Delaware
Delaware Office of Management-Budget Planning
Criminal Justice Planning Commission
Carvel State Building
820 North French Street
Fourth Floor
Wilmington, DE 19801
302/571-3431

District of Columbia
Office of Criminal Justice Plans and Analysis
421 8th Street NW, Second Floor
Washington, DC 20004
202/727-6554

Florida
Juvenile Unit
Bureau of Public Safety Management
2571 Executive Center Circle, East
Tallahassee, FL 32301
904/488-8016

Georgia
Georgia Department of Community Affairs
Juvenile Justice Section
40 Marietta Street NW, Suite 900
Atlanta, GA 30303
404/656-1725

Guam
Guam Department of Youth Affairs
PO Box 23672
Agana, Guam 96921
472-8228 (overseas operator)

Hawaii
State Law Enforcement and Juvenile Delinquency Planning Agency
250 South King Street
Kamamalu Building, Room 412
Honolulu, HI 96813
808/548-3800

Idaho
Idaho Youth Commission
Office of the Governor
State Capitol
Boise, ID 83720
208/334-2460

Illinois
Illinois Juvenile Justice Commission
Department of Children and Family Services
120 South Riverside Plaza
Suite 1010
Chicago, IL 60606
312/793-7100

Indiana
Indiana Criminal Justice Planning Institute
ISTA Building, Suite 200
150 West Market
Indianapolis, IN 46204
317/232-1230

Iowa
Criminal and Juvenile Justice Planning Agency
Lucas State Office Building
Capitol Complex
Des Moines, IA 50319
515/281-3241

Kansas
Kansas Department of Social and Rehabilitative Services
Smith-Wilson Building
2700 West 6th Street
Topeka, KS 66606
913/296-4636

Kentucky
Division of Grant Programs
Juvenile Justice Unit
Kentucky Justice Cabinet
State Office Building, 5th Floor
Frankfort, KY 40601
502/564-5244

Louisiana
Louisiana Commission on Law Enforcement and Administration of Criminal Justice
1885 Wooddale Boulevard, Room 610
Baton Rouge, LA 70806
504/925-4432

Maine
Department of Corrections
State House Station 111
Augusta, ME 04333
207/289-2711

Maryland
Juvenile Services Administration
201 West Preston Street
Baltimore, MD 21201
301/383-3766

Massachusetts
Committee on Criminal Justice
100 Cambridge Street, Room 2100
Boston, MA 02202
617/727-7096

Michigan
Office of Criminal Justice Programs
Lewis Cass Building, 2nd Floor
Lansing, MI 48913
517/373-6510

Minnesota
Minnesota Department of Energy and Economic Development
Community Development Division
Ninth Floor
940 American Center Building
150 East Kellogg Boulevard
St. Paul, MN 55101
612/296-2596

Mississippi
Governor's Office of Federal-State Programs
510 George Street, Suite 246
Jackson, MS 39202
601/354-6892

Missouri
Department of Public Safety
PO Box 749
Jefferson City, MO 65102
314/751-4905

Montana
Montana Board of Crime Control
303 North Roberts
Helena, MT 59620
406/444-3604

Nebraska
Nebraska Commission on Law Enforcement and Criminal Justice
301 Centennial Mall South
PO Box 94946
Lincoln, NE 68509
402/471-2194

New Hampshire
Division of Children and Youth Services
Health and Welfare Building
Hazen Drive
Concord, NH 03301
603/271-4451

New Jersey
Law Enforcement Planning Agency
CN 083
Trenton, NJ 08625
609/292-8832

New Mexico
Office of Juvenile Programs
Corrections Department
113 Washington Street
Santa Fe, NM 87501
505/827-5072

New York
New York State Division of Criminal Justice Services
Executive Park Towers
Stuyvesant Plaza
Albany, NY 12203
518/453-6915

North Carolina
Governor's Crime Commission
North Carolina Department of Crime Control and Public Safety
PO Box 27687
Raleigh, NC 27611
919/733-5013

Northern Mariana Islands
Northern Mariana Islands Criminal Justice Planning Agency
PO Box 1133
Saipan, Mariana Islands 96950
Overseas operator 9351

Ohio
Governor's Office of Criminal Justice Services
Department of Development
65 East State Street, Suite 312
Columbus, OH 43215
614/466-7782

Oklahoma
Department of Economic and Community Affairs
Criminal Justice Services Division
4545 North Lincoln Boulevard
Suite 285
Oklahoma City, OK 73105
405/528-8200

Oregon
Oregon Juvenile Services Commission
Far West Plaza, #215
630 Center Street
Salem, OR 97310
503/373-1283

Pennsylvania
Pennsylvania Commission on Crime and Delinquency
Department of Justice
PO Box 1167, Federal Square Station
Harrisburg, PA 17108
717/787-8559

Puerto Rico
Puerto Rico Office of Youth Affairs
PO Box 13723, Santurce Station
Santurce, PR 00907
809/723-2284

Rhode Island
Governor's Justice Commission
222 Quaker Lane
West Warwick, RI 02893
401/277-2620

South Carolina
Office of Criminal Justice Programs
Edgar A. Brown Office Building
1205 Pendleton Street
Columbia, SC 29201
803/758-8940

Tennessee
Children's Services Commission
505 Deaderick Street, Suite 1600
Nashville, TN 37219
615/741-2633

Texas
Criminal Justice Division
Office of the Governor
PO Box 12428, Capitol Station
Austin, TX 78711
512/475-3001

Trust Territories
Trust Territories of the Pacific Islands
Headquarters
Saipan, CM 96950
472-8228 (overseas operator)

Utah
Division of Youth Corrections
Commission on Criminal and Juvenile Justice
137 State Capitol
Salt Lake City, UT 84114
801/533-7936

Vermont
Agency of Human Services
Planning Division
103 South Main Street
Waterbury, VT 05676
802/241-2220

Virgin Islands
Virgin Islands Law Enforcement Planning Commission
PO Box 3807
St. Thomas, VI 00801
809/774-6400

Virginia
Department of Criminal Justice Services
805 East Broad Street
Richmond, VA 23219
804/786-3967

Washington
Office of Data and Analysis and Research
Department of Social and Health Services
Juvenile Justice Unit
O.B. 34G
Olympia, WA 98504
206/753-4713

West Virginia
Criminal Justice and Highway Safety Division
5790-A MacCorkle Avenue, Southeast
Charleston, WV 25304
304/348-8814

Wisconsin
Wisconsin Council on Criminal Justice
30 West Mifflin Street, Suite 1000
Madison, WI 53702
608/266-1521

Youth Advocacy Organizations

Alabama
Southern Poverty Law Center
1001 South Hull Street, Box 548
Montgomery, AL 36101
205/264-0286

Tuskegee Institute
Human Resources Development Center
Tuskegee, AL 36088
205/727-8788

Alaska
Alaska Children's Services, Inc.
1200 East 27th Street
Anchorage, AK 99504
907/276-4515

Arizona
National Female Advocacy Project
New Directions for Young Women
738 North Fifth Avenue
Tucson, AZ 85705
602/623-3677

Open-Inn, Inc.
2231 North Indian Ruins Road
Suite 4
Tucson, AZ 85715
602/296-5437

Urban Indian Law Project
Phoenix Indian Center
3302 North 7th Street
Phoenix, AZ 85014
602/279-4116

Arkansas
Arkansas Advocates for Children and Families
931 Donaghey Building
Seventh and Main
Little Rock, AR 72201
501/371-9678

California
California Child, Youth and Family Coalition
926 J Street, Suite 814
Sacramento, CA 95814
916/441-1045

San Francisco Youth Advocacy Project
c/o Coleman Children and Youth Services
1855 Folsom Street
San Francisco, CA 94103
415/861-4582

Youth Law Center
1663 Mission Street, 5th Floor
San Francisco, CA 94103
415/543-3379

Colorado
Colorado Commission on Children and Their Families
State Capitol Building, Room 124
Denver, CO 80203
303/866-4585

National Council of Jewish Women
300 South Dahlia
Denver, CO 80222
303/321-5936

Connecticut
Legal Aid Society of Hartford County
487 Main Street
Hartford, CT 06103
203/547-0790

Mansfield Youth and Family Counseling
4 South Eagleville Road
Storrs, CT 06105
203/429-3317

Delaware
Speak Out for Youth
Child, Inc. YMCA
11th and Washington Street
Wilmington, DE 19801
302/655-3311

District of Columbia
National Institute for Citizen Education and the Law
605 G Street NW, Suite 401
Washington, DC 20001
202/624-8217

Washington Streetwork Project
1022 Maryland Avenue NE
Washington, DC 20002
202/546-4900

Florida
Adam Walsh Child Resource Center
1876 North University Drive
Park View Center Building, Suite 306
Fort Lauderdale, FL 33322
305/475-4847

Florida Center for Children and Youth, Inc.
226 West Pensacola (street)
Tallahassee, FL 32301
904/222-7140

PO Box 6646 (mail)
Tallahassee, FL 32314

Georgia
The Bridge
Metro Atlanta Mediation Center
77 Peachtree Place NW
Atlanta, GA 30309
404/881-8344

STEPS
PO Box 152
455 North Milledge Avenue
Athens, GA 30603
404/542-7614

Hawaii
Hawaii Council on Crime and Delinquency
200 North Vineyard Boulevard
Suite 401
Honolulu, HI 96817
808/537-3126

Child and Family Services
200 North Vineyard Boulevard
Honolulu, HI 96817
808/521-2377

Idaho
The Idaho Youth Ranch, Inc.
PO Box 534
Rupert, ID 83350
208/436-8365

Big Brothers/Big Sisters of Southwest Idaho
3132 Brown, Suite 13
Boise, ID 83703
208/343-8505

Illinois
Children's Home and Aid Society
307 West University
Champaign, IL 61820
217/359-8815

Children's Home and Aid Society of Illinois
1112 North Dearborn Street
Chicago, IL 60610
312/944-3313

Illinois Prisons and Jails Project
John Howard Association
67 East Madison Street, Suite 1216
Chicago, IL 60603
312/263-1901

Illinois Youth Service Bureau Association, Inc.
23 North Fifth Avenue
Maywood, IL 60153
312/344-7753

Jewish Family and Community Services
1 South Franklin
Chicago, IL 60606
312/346-6700

Omni House
Youth Service Bureau
57 South Wolf Road
Wheeling, IL 60090
312/541-0190

Indiana
Children's Bureau of Indianapolis
615 North Alabama Street
Indianapolis, IN 46204
317/634-6481

Iowa
Iowa Children's and Family Services
1101 Walnut Street
Des Moines, IA 50309
515/288-1981

Kansas
Kansas Action for Children
PO Box 5283
Topeka, KS 66605
913/232-0550

Kansas Children's Service League
PO Box 517
Wichita, KS 67201
316/942-4261

Kentucky
Kentucky Youth Advocates
2024 Woodford Place
Louisville, KY 40205
505/456-2140

Louisiana
Samaritan House, Inc.
PO Box 197
Baldwin, LA 70514
318/923-4130

Jewish Family Services
107 Camp Street, Suite 400
New Orleans, LA 70130
504/524-8475

Maine
Community Counseling Center
622 Congress Street
PO Box 4016
Portland, ME 04101
207/774-5727

Maryland
Division of Impact Offenders Program
Baltimore Urban League, Inc.
1102 Mondawmin Concourse
Baltimore, MD 21215
301/728-5515

People for Community Action
Youth Services Bureau
1707 Taylor Avenue
Baltimore, MD 21234
301/668-8000

Massachusetts
Greater Boston Legal Services
Juvenile Court Advocacy Program
85 Devonshire Street
Boston, MA 02109
617/367-2880

Office for Children
Department of Social Services
150 Causeway Street, Room 901
Boston, MA 02114
617/727-8900

Michigan
Justice for Juveniles
Michigan Council on Crime and Delinquency
300 North Washington, Suite G52
Lansing, MI 48933
517/482-4161

Minnesota
Legal Aid
222 Grain Exchange Building
323 4th Avenue South
Minneapolis, MN 55415
612/332-1441

Mississippi
Children's Defense Fund
Mississippi Project
513 North State Street
PO Box 1684 (mail)
Jackson, MS 39205
601/355-7495

Missouri
National Juvenile Law Center, Inc.
3701 Lindell Boulevard
PO Box 14200 (mail)
St. Louis, MO 63178
314/652-5555

Montana
Lutheran Social Services of Montana
7 Park Drive
Great Falls, MT 59401
406/761-4341

Mountain Plains Youth Services Coalition
602 North Ewing
Helena, MT 59601
406/442-7484

Nebraska
Child Saving Institute
115 South 46th Street
Omaha, NE 68132
402/553-6000

Nevada
Catholic Community Services of Nevada
808 South Main
Las Vegas, NV 89101
702/385-2662

New Hampshire
Child and Family Services of New Hampshire
PO Box 448
Portsmouth, NH 03105
603/688-1920

New Jersey
Association for Children of New Jersey
17 Academy Street, Suite 709
Newark, NJ 07102
201/643-3876

Juvenile Resource Center, Inc.
1800 Davis Street, Suite 307
Camden, NJ 08104
609/962-6900

New Mexico
National Institute for Multicultural Education
3010 Monte Vista NE, Suite 203
Albuquerque, NM 87106
505/262-1515

New Mexico Council on Crime and Delinquency
PO Box 1842
Albuquerque, NM 87103
505/242-2726

New York
Advocates for Children of New York
24-16 Bridge Plaza South
Long Island City, NY 11101
212/729-8866

Committee on Youth and Correction
Community Service Society
105 East 22nd Street
New York, NY 10010
212/254-8900

North Carolina
Child Advocacy Commission of Durham, Inc.
PO Box 1151
Durham, NC 27702
919/682-1129

Governor's Advocacy Council on Children and Youth
121 West Jones Street
Raleigh, NC 27603
919/733-6880

North Dakota
Fargo Youth Commission
Box 549 (mail)
914 Main Street (street)
Fargo, ND 58107
701/235-2147

Mountain Plains Youth Council
PO Box 1242
Pierre, SD 57501
605/224-8696

Ohio
Ohio Youth Advocate Program, Inc.
PO Box 35
Wapakoneta, OH 45895
800/472-4943

Ohio Youth Services Network
50 West Broad Street, Suite 2420
Columbus, OH 43215
614/461-1354

Oklahoma
Institute for Child Advocacy
Fidelity Bank Plaza, Suite 1208
Oklahoma City, OK 73102
405/236-2789

Juvenile Services, Inc.
PO Box 1363
Norman, OK 73070
405/364-1420

Legal Aid of Western Oklahoma, Inc.
980 Court Plaza
228 Robert S. Kerr Avenue
Oklahoma City, OK 73102
405/272-9461

Oregon
Oregon Council on Crime and Delinquency
718 West Burnside, Room 208
Portland, OR 97209
503/228-5397

Oregon Youth Work Alliance
PO Box 827
Salem, OR 97308
503/362-9092

Pennsylvania
Juvenile Justice Center of Pennsylvania
2100 Locust Street
Philadelphia, PA 19103
215/735-7333

Parents Union Youth Advocacy Project
401 North Broad Street
Philadelphia, PA 19108
215/574-0337

Rhode Island
Rhode Island Legal Services, Inc.
77 Dorrance Street
Providance, RI 02903
401/274-2652

South Carolina
Alston Wilkes Society
2215 Devine Street
PO Box 363
Columbia, SC 29202
803/799-2490

Family Services of Charleston County
30 Lockwood Drive
Charleston, SC 29401
803/723-4566

South Dakota
Mountain Plains Youth Council
PO Box 1242
221 South Central
Pierre, SD 57501
605/224-8696

Pierre Area Referral Service
115 1/2 South Pierre Street
Pierre, SD 57501
605/224-8731

Tennessee
Institute for Children's Resources
Box 5, 250 Venture Circle
Nashville, TN 37228
615/256-6838

Family and Children's Services
323 High Street
Chattanooga, TN 37403
615/629-0039

Texas
Texas Coalition for Juvenile Justice
2906 Maple Avenue, Suite 204
Dallas, TX 75201
214/651-9084

Texas Migrant Council
516 Cherry Hill Drive
Laredo, TX 78041
512/722-5174

Utah
Children's Aid of Utah
652 26th Street
Ogden, UT 84401
801/393-8671

Vermont
Advocacy Rights Council
73 Church Street
Burlington, VT 05401
802/863-3456

Virginia
Friends Association for Children
1004 St. John Street
Richmond, VA 23230
804/644-2357

Washington
Association of Washington Community Youth Services
1331 3rd Avenue, Suite 719
Seattle, WA 98101
206/447-0340

Washington State Council on Crime and Delinquency
Towman Building
107 Cherry Street, Room 1008
Seattle, WA 98104
206/624-3421

West Virginia
Juvenile Advocates, Inc.
318 1/2 Chestnut Street
Morgantown, WV 26505
304/291-5156

Wisconsin
Youth Policy and Law Center
30 West Mifflin Street, Room 904
Madison, WI 53703
608/263-7197

Wyoming
Office of Youth Alternatives
1328 Talbot Court
Cheyenne, WY 82001
307/637-6480

National Youth Advocacy Groups

American Bar Association
National Legal Resource Center for
Child Advocacy and Protection
1800 M Street NW, 2nd Floor South
Washington, DC 20036
202/331-2250

American Civil Liberties Union
Children's Rights Project
132 West 43rd Street
New York, NY 10036
212/944-9800

American Friends Service Committee
1515 Cherry Street
Philadelphia, PA 19102
215/241-7000

Association of Junior Leagues, Inc.
825 3rd Avenue
New York, NY 10022
212/355-4380

Association on American Indian
Affairs, Inc.
432 Park Avenue South
New York, NY 10016
212/689-8720

Boys Clubs of America
771 First Avenue
New York, NY 10017
212/557-7755

Child Welfare League of
America, Inc.
Center for Governmental Affairs
1346 Connecticut Avenue NW
Suite 310
Washington, DC 20036
202/833-2850

Children's Defense Fund
122 C Street NW, 4th Floor
Washington, DC 20001
202/627-8787

John Howard Association
67 East Madison Street
Chicago, IL 60603
312/263-1901

National Association of Blacks in
Criminal Justice
8121 Georgia Avenue, Suite 608
Silver Springs, MD 20910
301/823-0690

National Association of Counties
440 First Street NW
Washington, DC 20001
202/393-6226

National Center for Action on
Institutions and Alternatives
814 North St. Asaph Street
Alexandria, VA 22314
703/684-0373

National Center for Missing and
Exploited Children
1835 K Street NW, Suite 700
Washington, DC 20006
202/634-9821
800/843-5678

National Coalition for Jail Reform
1828 L Street NW, Room 1200
Washington, DC 20036
202/296-8630

National Council of Jewish Women
15 East 26th Street
New York, NY 10010
212/246-3175

National Council of Juvenile and Family Court Judges
University of Nevada, PO Box 8978
Reno, NV 89507
702/784-6012

National Council of the Churches of Christ
Child and Family Justice Project
475 Riverside Drive, Room 560
New York, NY 10027
212/870-2511

National Council on Crime and Delinquency
760 Market Street, Suite 433
San Francisco, CA 94102
415/956-5651

National Juvenile Law Center, Inc.
3701 Lindell Boulevard
PO Box 14200 (mail)
St. Louis, MO 63178
314/652-5555

National Legal Aid and Defender Association
2100 M Street NW, Suite 601
Washington, DC 20037
202/452-0620

National Network of Runaway and Youth Services, Inc.
905 6th Street SW, Suite 612
Washington, DC 20024
202/488-0739

YMCA of USA
101 North Wacker Drive
Chicago, IL 60606
312/977-0031

Youth Law Center
1663 Mission Street, 5th Floor
San Francisco, CA 94103
415/543-3379